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DEPARTMENT FOR AF/FO, AF/SPG, AF/RSA, AF/E, D (SMITH),  
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LONDON AND PARIS FOR AFRICA WATCHERS

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SUBJECT: DARFUR: AU CONTINUES TO SUPPORT TRANSITION

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11. (SBU) Summary/action request: Addis-based Darfur Liaison Group (LG) heads of mission met April 14 with African Union (AU) Peace and Security Commissioner Amb. Said Djinnit to discuss the AU's draft roadmap for implementation of the March 10 Peace and Security Council (PSC) decision on Darfur. Djinnit emphasized that the PSC did indeed approve a transition of AMIS to a UN mission and to pursue a strategy to render that transition as smooth as possible. He said that the AU is committed to ensuring that the UN can deploy its planning mission to Darfur soonest and that the AU would enlist the support of African leaders to gain Sudan's cooperation. Djinnit called upon the UN and other AU partners to also apply pressure.

12. (SBU) On the roadmap itself, Djinnit mandated CMD Director Wane to immediately begin work with partners to identify specific actions that must be taken to implement the PSC decision. Djinnit committed himself to personally attend a meeting with partners on April 17 to define how AMIS can better implement its mandate; to spur Joint Operations Center (JOC) set-up and the provision of partner assistance in that respect; and to discuss the agenda for an AMIS pledging conference to take place in mid-May. Action Request: Post requests urgent Washington guidance on these points, including how to approach the issue of NATO assistance to the JOC. End summary/action request.

13. (U) Present at the meeting were Amb. Djinnit, Conflict Management Director Wane, DITF member Commodore Mesfin Binega, British Ambassador, EC Delegation Head, DCM, and Poloff (notetaker).

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WORK TOGETHER TO ENHANCE THE ROADMAP  
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14. (SBU) EC Delegation Head Clarke, on behalf of Darfur partners, presented draft partner comments on the AU's roadmap for implementation of the March 10 PSC decision (Note: Relevant documents were forwarded to AF/SPG. End note). The LG noted that partners want to work closely with the AU to implement a practical roadmap. Djinnit agreed that the current draft roadmap should be more action-oriented. He mandated CMD Director Wane to begin work immediately with the LG and technical committee to enrich the roadmap. Djinnit agreed with the need to address UN transition planning gaps in the roadmap.

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CLARIFICATIONS ON TRANSITION  
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15. (SBU) In response to partner concern that Sudan continues to resist transition, and calls for the AU to do more, Djinnit said that the AU did its utmost ahead of the March 10 PSC decision, and continues to devote every effort to engage senior Sudanese officials. For example, Sudanese VP Taha joined the political talks following Konare's intervention with President Bashir. Djinnit noted that the AU's greatest asset is the committee of heads of state. He said that the Commission is working closely with AU Chair Sassou-Nguesso and his team to develop a strategy of engagement with the Sudanese. Djinnit welcomed discussion with the Friends of Darfur group to pinpoint timing of highest-level pressure from the AU and partners. He urged the international community to not forget its responsibility to also engage Sudan in line with UNSC decisions.

16. (SBU) Djinnit also addressed partner concerns regarding mixed messages on transition coming from AU leadership, particularly comments by AU Commission Chairperson Konare to UNSYG Annan regarding several options for the future of AMIS. Djinnit said that he has discussed that concern with Konare and is clear that Konare's intent is not to undo the PSC decision. Djinnit made clear that the PSC decided for a transition, and also to craft a roadmap to facilitate transition. According to Djinnit, Konare's comments should be seen in the context of a worst case scenario where there is no political agreement and Sudan continues to resist transition.

17. (SBU) Djinnit noted that the AU is working on the basis of a PSC decision to transition AMIS to a UN operation by September 30. At the same time, he said, the AU wants to ensure transition is smooth. This requires, at minimum, agreement on an enhanced humanitarian ceasefire, and Djinnit

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said that he encouraged his team to table a comprehensive document for discussion before the end of April. Djinnit reiterated that the PSC set no preconditions for transition. Securing an agreement on time will render transition easier, but transition will still happen if there is no agreement. Djinnit indicated that the AU Commission must report to the PSC in May to take stock of the situation. He noted that the March PSC called for the character of a UN mission to be decided based on the prevailing situation on the ground, so the international community may need to be creative. Djinnit acknowledged that joint planning is behind schedule and said he personally believes it is not time to begin discussing other feasible options.

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GREATEST FOCUS REMAINS ABUJA  
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18. (SBU) Consistent with the PSC decision to facilitate a smooth transition, Djinnit noted, the AU is putting maximum effort towards securing an agreement in Abuja. Djinnit said that Sassou-Nguesso is fully engaged and prepared to go to Abuja as necessary. He stated his conviction that VP Taha intends to make progress towards a political settlement and noted that the parties need time to bargain on the details of an agreement. Djinnit reiterated that the AU wants to work with partners to determine the best timing for highest-level engagement.

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AU SUPPORTS UN TRANSITION PLANNING  
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19. (SBU) The LG welcomed the recent visit of UN ASG for Peacekeeping Operations Annabi and encouraged Djinnit to ensure the AU does all it can to secure a Sudanese green

light for the transition planning/assessment mission. Djinnit acknowledged that transition coordination was behind schedule, but said that the AU now fully understands the urgency of getting the planning mission to Darfur. Djinnit said that the AU will include promoting cooperation with the UN in its agenda for engaging the Sudanese at all levels.

¶10. (SBU) The LG suggested that, while formation of the AU Chair-led committee of heads of state is in progress, it is vital to ensure high-level attention is focused on getting the UN planning mission to move forward. Djinnit agreed, and said he suggested to Annabi that UNSYG Annan approach the League of Arab States Secretary General and other key African leaders such as South African President Mbeki, Senegalese President Wade, Nigerian President Obasanjo and perhaps Ethiopian PM Meles to engage with Bashir. Djinnit added that he would seek to mobilize Konare to do the same.

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ENHANCING AMIS, IMPROVING THE HUMANITARIAN SITUATION  
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¶11. (SBU) Djinnit asked partners to provide technical advice on how best to ensure more robust interpretation and implementation of AMIS' mandate and called a meeting for April 17, which he will personally attend. He suggested that the UN Assistance Cell to the AU also engage directly with the AMIS Force Commander to identify gaps and an implementation plan. Djinnit said that he had already requested the Force Commander to develop such a document.

¶12. (SBU) Djinnit agreed with partners that the Joint Operations Center (JOC) is also key to improving AMIS effectiveness. He said that he asked Annabi for UN assistance to set up the JOC, but noted that other partner assistance would also be required. Djinnit expressed dissatisfaction with the slow rate of progress in establishing the JOC and noted that the April 17 meeting should also discuss partner proposals for the JOC. The LG pointed out that effective JOC set-up will require a package of support, to include training and other elements, in addition to staffing assistance. (Comment: Post requests guidance on how to approach the NATO aspect of assistance to AMIS with Djinnit on April 17. End comment). The LG noted commitment to ensure AMIS troops meet UN training and equipment standards to facilitate retaining the African character of a UN mission.

¶13. (SBU) On Sudan's refusal to renew the mandate of the

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Norwegian Rescue Committee in Darfur, Djinnit asked for additional details and undertook to have SR Kingibe raise the issue with the Sudanese government. Regarding partner participation in the Cease Fire Commission, Djinnit said he had encouraged the AU mediation team to accommodate partner concerns.

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CHAD-SUDAN  
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¶14. (SBU) Djinnit expressed concern that Chad-Sudan tensions could eclipse Darfur. He noted that the AU needs to find a way for AMIS to support protection of monitors along the Chad-Sudan border without compromising AMIS' core tasks in Darfur.

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PLEDGING CONFERENCE  
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¶15. (SBU) Djinnit suggested that the AMIS pledging conference focus on financial and logistical support for AMIS before transition, but also take advantage of the opportunity to take stock of progress in Abuja. He said

that the conference should give the AU assurance that it can sustain AMIS through September, and also enhance AMIS to account for new requirements under the enhanced humanitarian ceasefire agreement (such as increased troop levels with the need for more accommodations, helicopters to verify positions of the parties, etc).

¶16. (SBU) Djinnit expressed appreciation for the UK 20 million pound pledge, USG requests currently with Congress, and the additional 50 million euros forthcoming from the EU. He reiterated his deep concern, though, that even after an additional 50 million euros is received from the EU, AMIS funding will expire by June. He pleaded with partners, including the USG, to ensure that AMIS cash sustainment needs are met. Djinnit called for the pledging conference to take place by mid-May at the latest.

HUDDLESTON